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# How to note:

**Using Community Policing  
to Promote Gender Equality and Prevent Corruption**

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# Introduction



Meeting of a Comité Mixte de Sécurité (CMS) in Burundi

Community policing (CP) interventions supported by German development cooperation have been used to reform the justice sector in northern Afghanistan, reduce violence against women in Bangladesh, solve land disputes in Mozambique, and support police reform in Burundi. These experiences have shown that while CP is not a universal remedy, as an intervention it can address various, specific reform needs. This how to note for project managers in development cooperation is an attempt to illustrate that flexibility through a framework that outlines how to include gender equality and anti-corruption reform targets into CP interventions. We do so by introducing the concept of primary and secondary objectives as part of the design of a CP intervention.

The primary objective of a CP intervention is to improve local security by changing social interaction patterns between state (police) institutions and the local community. However, enhancing public participation also builds trust and creates positive spill-over effects, such as more accountability between the actors involved. These effects can be used to systematically promote secondary objectives within the actors involved. For instance, in Afghanistan, where the primary objective remains security and crime prevention, the secondary objectives have been to promote the role of female officers in the police force, give women a voice in questions of local security through their consultation in CP fora, and sensitise the community to the problem of corruption.

In order to facilitate easier reading, we have divided the note into three sections: The first section provides a brief introduction to CP and explains why CP interventions are a useful approach to addressing corruption and gender inequality; the second part introduces the concept of primary and secondary objectives mentioned above; and part three explains how to sequence CP interventions around given objectives.





Afghan police officers  
helping school children

# PART 1

## A Short Introduction to Community Policing

# A Short Introduction to Community Policing

## What is community policing?

Community policing (CP) is a philosophy to policing that brings the community and the police together in a partnership in order to identify and resolve problems at the local level. CP proactively addresses the conditions at local level that affect public safety issues, especially crime. Consequently, at the core of every CP intervention is the creation of a forum to improve participation and accountability between the involved actors. The desired impact of any CP intervention is always improved security – but also, in a development context, to promote better service delivery by the institutions involved.

The implementation of CP varies depending on the context, the given role of the state and the needs of the communities involved. That is why many different forms of CP have evolved over the past 50 years. All of them are based on the premise that the community and state institutions must jointly solve problems and must redefine their roles and responsibilities in order to pursue a common goal. State institutions – in most cases the police – need to be more responsive and improve their delivery of services to citizens, whereas the community needs to take on an active role in supporting the state. For example, in areas with functioning CP systems, some of the informal dispute resolution mechanisms like the Afghan shuras or Bangladeshi shalish are linked with the formal justice system, thereby also becoming more accountable in the process.

Interlinking security and development objectives is often a key concern in countries that are emerging from conflict or an authoritarian past. Security is closely interlinked with development, and lack of security can have strong negative effects on state legitimacy and therefore on state reforms. At the same time, many countries look back on a history in which state institutions, especially the police, were used as tools for repression or, even worse, were aggressors in armed conflict. Consequently, the police are perceived as untrustworthy, highly corrupt and a source of crime instead of as an agency that upholds the law and protects citizens.

It is particularly detrimental if the police have a poor reputation, since police officers are often the key representatives of the state at local level, especially in rural areas. As the police force is the state institution responsible for security, public order and law enforcement, its members have far more contact with citizens than any other governmental institution, and they therefore become the public face of the state.

## How can CP interventions help prevent corruption and promote gender equality?

Since CP is carried out at local level with the objective of improving security and restoring confidence in state institutions and because it involves the police, CP interventions can address all kinds of reform needs by aiming at and building on increased security and greater accountability. CP also emphasises participation between civil society and the state, it allows for the involvement of many different marginalised groups, including women, and gives them a positive role due to their contribution to CP. Police corruption and gender inequality rely on and are perpetuated by the same structural conditions which CP seeks to address. The following section lists some of these conditions, sorted according to their governance, socio-cultural or institutional origin, and shows their effects on promoting corruption and gender inequality.

### Governance Conditions

Weak governance conditions are factors that encourage corruption in the police by

- making legal prosecution of corruption in the police more difficult,
- allowing police action to bypass public scrutiny,
- not offering enough opportunities for civil society to participate in detecting and combating corruption in the police,
- encouraging the emergence of corrupt networks,
- increasing the vulnerability of police for political influence and corruption.

Weak governance conditions at the same time abet gender inequality in the police by

- promoting a gender-based mentality of discrimination and oppression,
- restricting the political scope of women,
- hindering women in finding employment in the executive branch,
- affecting women's access to services of the police,
- worsening the chances of women to obtain legal assistance for their needs,
- exposing women who appeal to the police to discrimination, pressure or extortion,
- allowing authorities to cover or cover up gender-based discrimination or violence by the police,
- increasing the influence of generally male-dominated networks / cliques.

### Socio-Cultural Conditions

Certain socio-cultural conditions such as low awareness of wrongdoing or a strong sense of obedience to authority also abet susceptibility to corruption in the police. This happens by

- endorsing petty corruption as accepted practice,
- cementing the general conditions for corruption in society and thus increasing the susceptibility to corruption in the police.

Certain socio-cultural conditions abet gender inequality in the police:

- wide influence of generally male-dominated networks / cliques,
- general conditions for gender inequality,
- enhancement of gender-based role attributions,
- restriction of the political scope of women.

### Institutional Conditions

Systemic conditions such as the lack of inter-organizational cooperation and the absence of a system of checks and balances between the powers or superior authorities to combat corruption and gender inequality abet corruption in the police as they

- impede a legal prosecution of corruption,
- promote a „self-service mentality“,
- allow police action to bypass public scrutiny,
- promote particular forms of administrative corruption.

Certain systemic conditions abet gender inequality in the police by

- promoting a gender-based mentality of discrimination and oppression,
- enhancing gender-based role attributions,
- hindering women in finding employment in the executive branch,
- affecting women's access to services of the police,
- worsening the chances of women to obtain legal assistance for their needs,
- exposing women who appeal to the police to discrimination, pressure or extortion,
- allowing authorities to cover or cover up gender-based discrimination or violence by the police.

The use of CP interventions is particularly promising when seeking to prevent corruption and promote gender equality, because CP with its local approach can address the same governance, socio-cultural, and institutional conditions that cause corruption and gender inequality.

1: According to a paper by U4 entitled "Community Policing as Tool against Corruption", so far no anti-corruption impact of CP interventions (?) within state institutions has been established, because the issue was not explicitly examined as part of monitoring and evaluation of the interventions.





Participant at a training on reporting of police work

# PART 2

## Primary and Secondary Objectives of Community Policing Interventions



# Primary and Secondary Objectives of Community Policing Interventions

## Establishing primary and secondary objectives.

CP starts to change relationships among actors involved at the local level through joint problem solving, defined as ‘the process of engaging in proactive and systematic examination of identified problems to develop and rigorously evaluate effective responses’.<sup>2</sup> Ideally, this also creates trust / accountability between the involved actors and gives them incentives to change to better meet the demands of CP. A well-planned CP intervention therefore not only has primary (security-related) objectives, but also induces the change within the involved actors as secondary objectives.

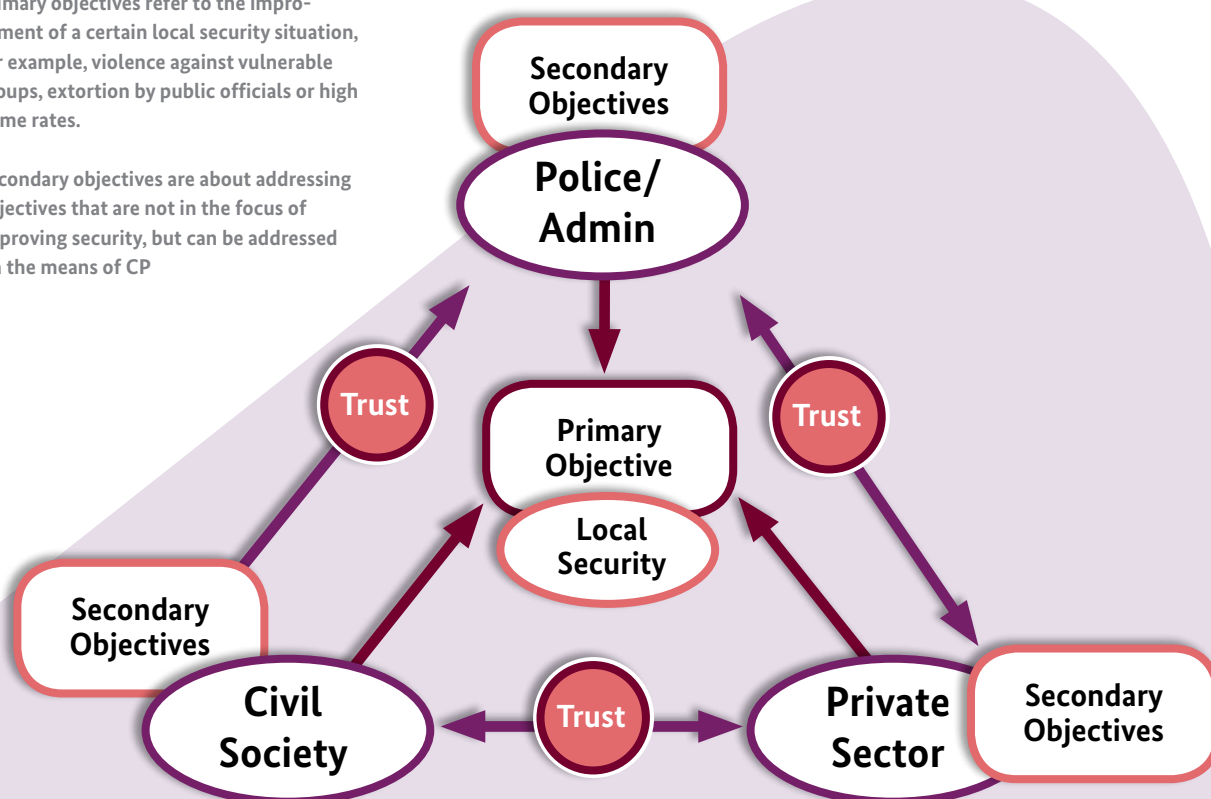
The starting point for every CP intervention is to identify the **primary objectives** and establish a common understanding among the involved actors. The goal is always to solve a defined local security problem. For example in Bangladesh, the

primary objective of a GIZ- supported CP intervention was to reduce violence against women and girls. According to police records, there are 3000 – 5000 cases of dowry-related violence and additional 3000 – 5000 cases of rape every year. In order to address this problem, simple but effective mechanisms were identified and introduced in pilot areas to ensure that the participation of women in communities was supported and promoted. Over time, women’s problems were identified as community problems and community solutions were developed and implemented. A community policing forum member, who is also a school teacher, has received national recognition for his efforts to reduce sexual harassment of his female pupils by male pupils. His preventive approach has been featured in public service announcements that are being shown on national television. Some pilot districts declared themselves even dowry free.

2: <http://www.cops.usdoj.gov/Default.asp?Item=2589>

Primary objectives refer to the improvement of a certain local security situation, for example, violence against vulnerable groups, extortion by public officials or high crime rates.

Secondary objectives are about addressing objectives that are not in the focus of improving security, but can be addressed via the means of CP



Meeting of a Community Policing Forum in Bangladesh



As the example of Bangladesh demonstrates, in order to achieve the primary objective, a problem solving mechanism that allows for close cooperation between all (state and non-state) actors has to be established. To avoid parallel structures and ensure sustainability of the intervention, the mechanism must be integrated into the local state administration and has to be accepted by public officials. In Afghanistan for instance, the GIZ established about 40 CP fora to address local security needs in nearly all districts of the five north-eastern provinces. In every district, the state was included by way of a memorandum of understanding between the local police and civil society. However, a minimum level of integration is achieved through the establishment of the specific post of CP officer as a contact person between the CP fora and the police/administration.

The next step is to establish **secondary objectives**. For example, in order to prevent violence caused by poachers in a community, it may be necessary that the police not only cooperate with the citizens, but change by stop taking bribes from the poachers. As mentioned, police involved in a CP intervention are more open to such a change because of their accountability to other actors.

Of course, secondary objectives must be based on needs and cannot be chosen randomly. It is often advisable to start by supporting the primary, security-related objectives of a CP intervention, then observe the development of social capital between the actors and, based on that, identify needs of the actors involved for internal change. However, before establishing the secondary objectives, relevant anti-corruption, gender and sector strategies should be consulted to guarantee that possible entry points are systematically linked to reforms on the national level. This not only ensures sustainability, but also allows identified problems to be addressed through more complex actions like legal and administrative reforms. Consequently, a well-planned CP intervention can sometimes serve the purpose of implementing a national reform policy on the local level.

Anti-corruption and gender equality are particular promising primary and secondary objectives. First of all, institutions involved become more efficient and fair if they are less corrupt and incorporate greater gender equality. Secondly, both anti-corruption and gender equality are a security topic regularly addressed by members of the local communities themselves in CP – which gives involved actors a strong incentive to work on these problems. Thirdly, CP is often part of the national poverty reduction strategy, as in Bangladesh and Sierra Leone, for example. This makes it easy to integrate anti-corruption and gender equality activities related to poverty reduction into CP within a national framework.







Inauguration of a suggestion  
box in Afghanistan

# PART 3

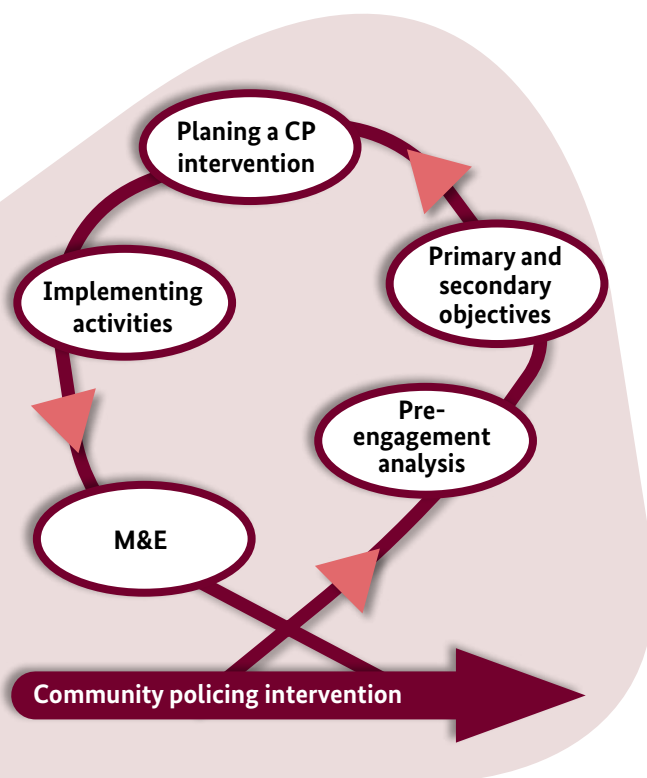
## Sequencing the Implementation Framework



# Sequencing the Implementation

Like in every change process, a clear sequencing must be ensured. The sequencing ideally includes:

1. a pre-engagement analysis of the wider reform context,
  2. establishing the primary and, if possible at this stage, secondary objectives,
  3. planning CP measures,
  4. implementing the activities, and
  5. monitoring and evaluation.
- Rather than rushing through the process, broad engagement and appropriate capacity building for the police, civil society and other actors should be sought.



## 1. Pre-engagement analysis

The pre-engagement analysis must illustrate the wider reform context, which of course varies from country to country, region to region and sector to sector. For example, in some regions we find a strong police force equipped with all means necessary to exercise absolute social control beyond their duty to defend the state monopoly on the legitimate

use of force. However, in such a context service delivery by the police is sometimes poor, the rule of law weak, and petty corruption a common feature. In other regions, the police force lacks the essentials resources.

When conducting the analysis, some of the following analytical questions should be taken into account:

- What is the developing context of the country (e.g. transition of a former dictatorship to a democracy, a post-conflict or fragile setting or a least developed country)?
- What are the reasons for existing security problems?
- Does the state have the monopoly on the use of force?
- Which deficits in the security sector create problems at the local level or in specific sector (e.g. corruption, gender inequality)?
- Does the lack of security prevail development?
- What is the existing police tradition (e.g. German civilian model vs. Spanish guardia civil model)?
- Does a traditional / non-state police exist?
- Does a 'well-justified mistrust of the police'<sup>3</sup> exist?
- How are the members of the police recruited? Are they from a former armed group?
- Does CP already exist? Are there possible conflicts with approaches from other donors (e.g. US: "information led CP")?
- Does an international police mission operate on the ground?
- What kind of administrative structures exist on the local level?

Especially in fragile and conflict-affected contexts it is important that interventions follow the principle of 'do no harm': Unintended consequences of interventions, especially those which worsen conflicts, have to be identified, avoided and mitigated. Conflict sensitivity, based on careful monitoring of conflict dynamics and the impact of any intervention on them, is critically important. Possible assistance should include support for the peace process and conflict-sensitive project monitoring.

3: UNODC, United States Institute of Peace, Criminal Justice Reform in Post-Conflict States – A Guide for Practitioners, New York, 2011, p. 73.

## 2. Objectives

The results of the pre-engagement analysis indicate which primary objectives are the entry points for the intervention and which secondary objectives can and should be considered (see part 2). For example, the country x emerged from a civil war. During that time policing was mostly provided by different armed groups. Some of them are now part of the regular police force. The security situation is bad as many robberies and other assaults happen. In such a situation the primary objective must concentrate on improving the security situation. Of course, this will only be successful and sustainable, if the police are transformed from an armed group to a civilian force, which can deliver basic services to the people. The latter is the task addressed by the secondary objectives.

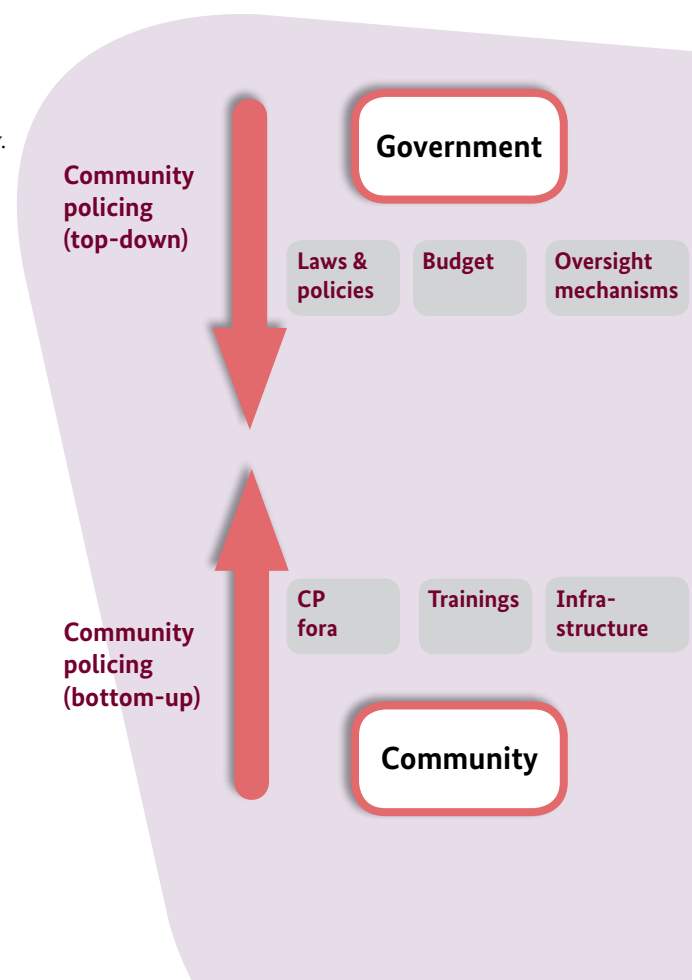
## 3. Planning community policing measures

CP uses a bottom-up approach that involves the community and other local actors in problem solving. However, tackling primary and secondary objectives requires change at the organisational level of institutions and within society. That is why a top-down approach is indispensable as well. Consequently, striking the right balance between bottom-up and top-down approaches – considering the primary and secondary objectives – is essential for the planning of CP interventions.

As a result of the pre-engagement analysis, the right actors from civil society and state institutions must be chosen as partners to achieve the primary and secondary objectives. All partners must have the same understanding of CP, and the improvement of a local security situation must create the incentive to work together. Civil society partners can include all citizens of a district or a specific sector, formal and informal community leaders, civil society organisations, elected civic officials, the media, representatives or workers from a certain sector and different interest groups, for example, businesspersons. Within these groups, there are vulnerable or marginalised subgroups, such as women, the elderly, and disabled people, with specific concerns that

require special attention. In the context of state building and fragile states, societies may be even more fragmented and their existing structures, such as traditional conflict resolution fora, should be included if possible to ensure ownership and sustainability of the programmes.

State institutions, especially the police, can be partners in many different ways, depending on local traditions and the problems to be addressed. Sometimes their involvement can be quite limited; often it has to be substantial. Depending on the secondary objectives, relevant other public institutions (e.g. ministry for women's affairs, anti-corruption agencies, ministry of justice, the judiciary) should be included. For example, if the goal of a CP intervention is to improve the criminal justice sector at sub-national level, members of judicial institutions must participate, too.



Police station built by GIZ in Burundi



The capacity of civil society participants and other actors must be developed to achieve the objectives. German development cooperation understands ‘capacity development to be the process through which people, organisations and society as a whole are enabled to shape their own development and adapt it to changing conditions and frameworks. When supporting capacity development, German development cooperation bases its conceptual approach on these three levels (people, organisations and society). The level of society can, however, be broken down further into two constituent elements: cooperation systems and policy field’.<sup>4</sup> Planning CP requires the right mixture of activities at each level. As a general rule: In civil society, awareness about people’s civic and legal responsibilities should be enhanced. State institutions must be enabled to be responsive to the needs of civil society; this requires a suitable capacity development methodology including training at all levels on CP and the topics of the secondary objectives, like anti-corruption and gender

In close cooperation with the local police in **South Africa**, GIZ was training young unemployed people to become community peace workers. In their year of service, the young people learned to recognise potential or existing conflict situations in their communities and to mediate and negotiate between conflicting parties. The visibility of community peace workers led to a significant reduction in the crime rate.

After the initial stage, many of the peace workers, 60% of whom are female, were permanently employed in the police services. In this case, the primary objective was to improve local crime prevention, while the secondary objective was to promote gender equality within the police as part of the ongoing transformation of the former apartheid police. The latter can only be achieved through capacity development both at the organisational level and in society. The police must have a human resource department which encourages female police officers, while society must accept women who wish to work in the police.

equality, but sometimes also requires providing the material means for mobility, communication and operability.

**Capacity to build capacity:** In order to ensure that the reform is sustainable the capacity of the communities, the police and other involved actors to undertake and sustain CP has to be strengthened on a continuous basis. Therefore, local training institutions (within the existing education structure) for the police, the local administration and the community should be identified and upgraded accordingly. The CP programme – including the human capacity development component – should be led and managed by local institutions/executives. Therefore, training should enable them to manage the change themselves.

4: GIZ, Capacity WORKS – The Management Model for Sustainable Development, Eschborn, 2009, p.3.



Afghan police officers regulating traffic at a bridge



Initially, a bottom-up approach could be implemented in selected pilot sites only. This way, objectives and procedures can be tested and adapted before scaling-up the implementation. Later, as part of a top-down approach, these objectives can be incorporated into national reform policies.

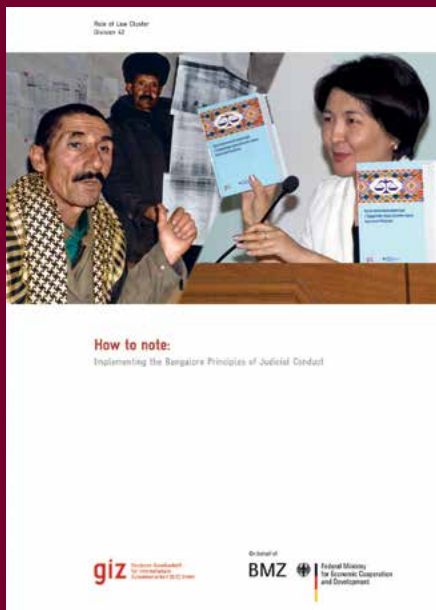
It is essential to consider the risks before initiating implementation. Failure to monitor CP interventions may allow vigilantism to emerge, thus challenging the state's monopoly on the legitimate use of force, which is already threatened in many reform contexts. Potentially negative spill-over effects must be addressed: where external oversight is missing, closer ties between police and local groups could be entry points for police corruption or violations of vulnerable groups.

## 4. Implementation

In order to meet the primary objectives of CP – creating and maintaining local security – it is essential to establish a problem solving mechanism that fosters participation and accountability. In order to meet the secondary objectives of anti-corruption and gender equality, it is important to install measures that promote integrity and gender equality within the institutions involved.

The following measures are part of the problem solving mechanism:

**CP fora:** The exchange between civil society and business representatives, the police and other public and government institutions may be organised in CP fora. These are formal coordination structures that build bottom-up accountability and allow the participation of community representatives, a variety of community organisations and civil society groups. The fora aim at finding solutions for the security problems that concern the community. For example in Latin America, civil society, police and local government created the Agendas Local para la Seguridad



The **How to note: Implementing the Bangalore Principles of Judicial Conduct** provides useful information on promoting integrity within the court system in cases where the judicial institutions are part of the CP fora and change in the judiciary is a secondary objective.

(local security agendas), which include repressive and preventive solutions for local problems of violence. As an alternative to organising these fora at a neutral venue, local police stations may offer open house days for the meetings – with the advantage of making the stations more accessible to the public.

**CP police liaison officer:** He or she acts as a direct link between the police and the CP fora. The CP officer's broad role demands continuous and sustained contact with citizens; together they explore solutions to local concerns. The CP police liaison officer must also serve as a link to other state institutions that can help in a given situation and he/she will have to carry out a minimum of activities at the national level. The CP officer position must be created, budgeted and defined by an overall policy.

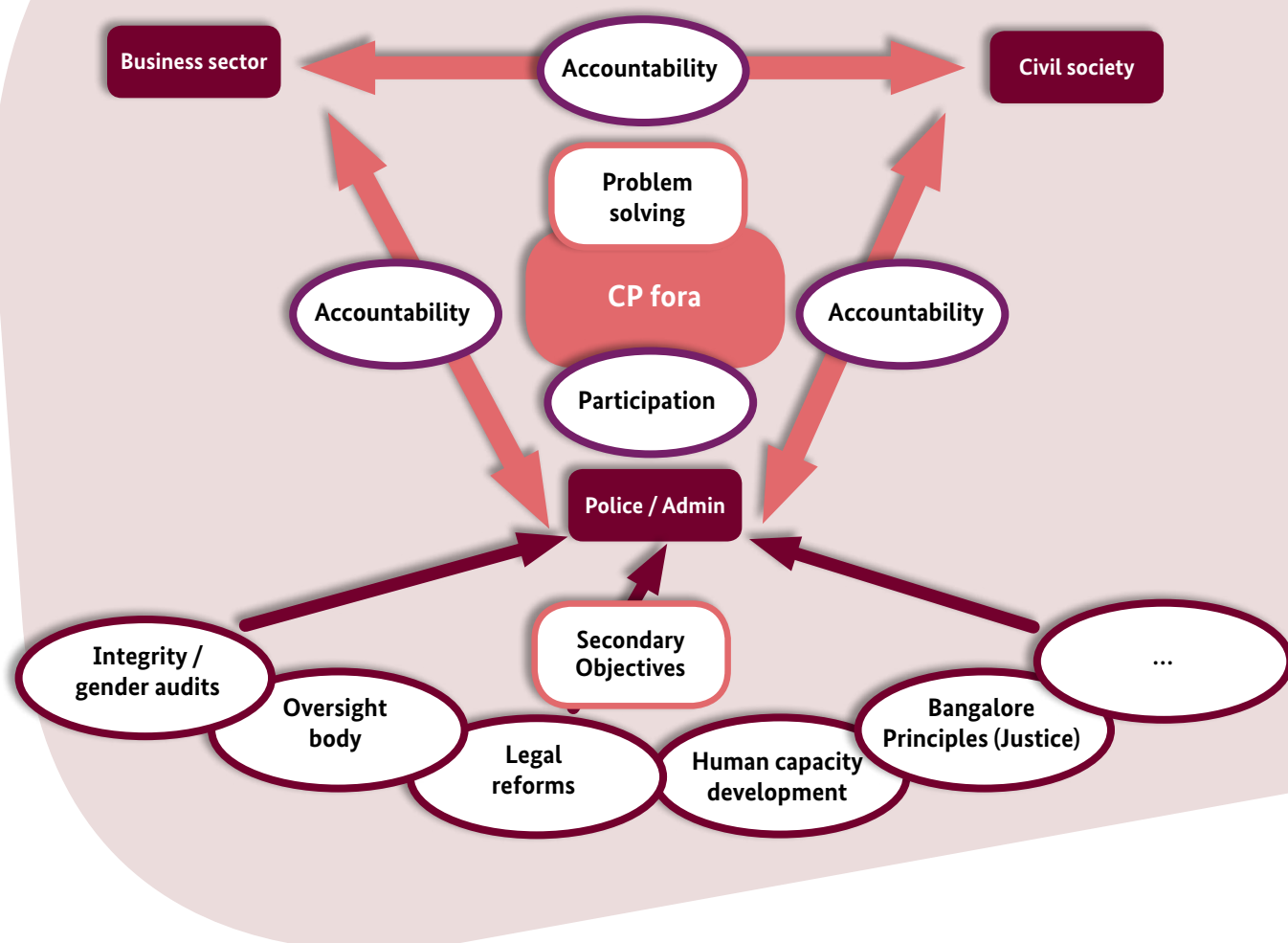
**National CP Policy:** It is important to develop a national CP policy to implement the top-down approach through a consultative process with the participation of multiple stakeholders from government, business and civil society. Advisory services should include the creation of various guidelines, for example, for CP officers.

**National harmonisation office:** Especially in the case of multiple CP interventions supported by different donors, it is advisable to create a national office to harmonise interventions as well as to ensure political support. This office, often established in the country's ministry of the interior, should be responsible for the national institution-alisation of the CP policy and should coordinate particular policy reforms, CP offices, inter-ministerial cooperation and public relations (e.g. the Police-e-Mardumi Secretariat in Afghanistan under the direct supervision of the Interior Minister). Also, a national harmonisation office should take on the task of monitoring and evaluating the different interventions.

In addition to those listed above, many other measures can be introduced to promote the primary and/or secondary objectives.

**Suggestion boxes:** The purpose of such boxes is to collect suggestions and complaints from the community. These boxes allow citizens to present their complaints anonymously if they are hesitant, for different reasons, to share them publicly in the fora. Besides placing the boxes in a safe, public and accessible area and promoting them, it is important to implement proper procedures to guarantee follow-up of the suggestions and complaints. In some GIZ-supported projects, for example in northern Afghanistan, a steering committee consisting of police and civil society opens the boxes and reviews the suggestions on a monthly basis. A CP officer who is present forwards the complaints along with other comments received during the fora to the relevant institutions.

**Advisors for vulnerable groups:** these advisors, who have been trained to engage with vulnerable or marginalised groups, help with group-specific problems. Part of their legitimacy derives from the fact that they are included in a CP intervention, but it also results from the fact that they themselves are representatives of the group they advise. For example in Bavaria, elderly persons who are members of a CP forum are specifically trained to help other elderly people in their communities with security matters. Another example of a successful measure was



the appointment of an advisor for the police women of the Regional Command North in Balkh, Afghanistan. This advisor held individual advisory sessions with the women, reviewed their concerns, such as discrimination at the workplace, lack of promotions or even harassment issues, and suggested solutions as well as forwarded concerns to the police management for further action.

The following measures target institutions in order to promote the secondary objectives integrity and/or gender equality:

**Awareness campaigns:** Campaigns to raise awareness of integrity issues and/or gender inequality within institutions.

**Integrity/gender audits** can deliver baseline data and performance indicators to measure progress against corruption or gender inequality. In Sierra Leone, the Police Services expressed interest in the approach used in the GIZ-supported programme, Strengthening the Capacities of Police Structures in Africa, as a possible way to get to the root of police corruption. An integrity audit of the police was organised; the team included an international anti-corruption and fraud expert with a police back-



ground. The goal was to identify corruption risk areas as well as gaps in the integrity framework of the police. The audit was done in close cooperation with the Sierra Leone Police (SLP). An inception phase in May 2012 defined the methodology, as well as traffic police and criminal and internal investigations, as prime focus areas. In July 2012 the actual integrity audit was conducted: a desk review of existing relevant policies was combined with focus group discussions with police management and officers. The audit found no functioning integrity framework and identified many factors that allowed corruption to spread, including cumbersome and contradictory operating procedures, uncoordinated and ineffective oversight, and an ineffective disciplinary regime. Other contributing factors were political interference in police management and weak human resource management, with an average of 90% of the staff having less than the required educational background. The findings and recommendations of the audit were shared with SLP management and supporting donors for follow-up.

**Legal reforms:** Laws and regulations are the basis for accountable and efficient work of all public institutions; respect for and enforcement of the rule of law are the preconditions. Like in many reforms, advising on legal reforms must take into account as part of the top-down approach and to make the reform sustainable.

**Oversight bodies:** To prevent the risk of formalised corruption and/or support the anti-corruption goals of the intervention, strengthening national as well as local oversight structures could be made an integral part of the intervention. While anti-corruption agencies and parliaments might be the right institutions at national level, the oversight by civil society and its representatives plays a critical role in ensuring that state institutions are accountable at local level.

The programme “Strengthening of Police Structures in the Palestinian Territories” started its cooperation with the Palestinian Civil Police (PCP) in 2010 by constructing four Community Police Stations in rural areas of Jenin District based on a standardized design. These stations serve as a reference for any new Community Police Station in the West Bank (meanwhile 18).

However, by the end of 2013 the police were still lacking the capacity to organize and run the stations in an efficient, professional and community oriented manner. While the mandate (including vision and mission) of the stations were not clearly defined, the police especially was missing an adequate organizational structure, distinct job descriptions and profiles as well as standard operating procedures in administration and police related tasks. The programme started addressing these needs by providing capacity development measures to assess, redefine and strengthen the capabilities of the PCP in four selected pilot sites. Beneficiaries were the approximately 150.000 citizens in the respected area.

While the overall objective of the intervention is to enable the PCP to maintain security and order in its areas of responsibility the programme focuses on the institutional capacity to operate the Community Police Stations including a strong community outreach approach. The citizens are to benefit from the stronger presence, visibly improved organisational procedures and associated improvement in the effectiveness of community-oriented policing in the Palestinian territories.

In 2013 the programme started an institutional assessment phase including community stakeholder workshops with civil society representatives, religious dignitaries, municipal delegates, women organizations, local business representatives, etc. which are held as a novelty within the respective Community Police Stations. The perception of the police services, as well as addressed needs and demands of the community is directly to be integrated into the vision, mission and duties of the stations. Taking into consideration that rural areas in the Palestinian territories are still characterized by a strong tribal law – an important task is to anchor the PCP within its respective communities as to be recognized as a service provider and reliable partner.

Police station built by GIZ in Palestine Territory



## 5. Monitoring & evaluation

Monitoring and evaluating the impact of CP is critical for many reasons: decision makers must be able to judge the strategy's impact and cost effectiveness; the state must be able to measure the success (or failure) of its policies and activities; and care must be taken to ensure that the direct and indirect beneficiaries of the intervention are not disempowered. An effective monitoring system that is understood and owned by all participants strengthens the relationship between the state and the public, and enhances the perceived legitimacy of the intervention.

Some useful findings and recommendations:

- Monitoring and evaluation needs to be developed during the planning stage and integrated into each phase of the programme cycle.
- Indicators for measuring implementation and results should be realistic, simple and inexpensive, and it is crucial that they are integrated into the given implementation mechanisms and structures.
- Monitoring should be carried out regularly
- Monitoring includes visiting CP fora, attending the opening of suggestion boxes and talking to CP officers.
- Mid-term reviews allow the project implementation to be revised if necessary.
- Reporting and recording mechanisms that are used for monitoring and evaluation should be linked to the national monitoring system.
- Community groups and organisations (e.g. women's organisations) affected by the programme should be engaged through regular consultations: to establish indicators, support data collection, select external evaluators, identify relevant sources of information to be collected for evaluation, and to comment on the findings and conclusions about adjustments of the programme.
- Public opinion surveys or social audits are useful to confirm people's satisfaction with police work and people's perception about change in police behaviour towards citizens. They are an additional data source against which to check official sources.
- An evaluation should be carried out during the project and one year after the project is completed. It should be based on the collection of available records and include short- and long-term outputs (behavioural change, reduction in petty corruption or poaching).





Officier de Police Principale  
de 1ère Classe

# ANNEX



# Planning Exercise

## Sierra Lefani Exercise

The following case study offers an example on how to plan a CP intervention at the local level, especially on how to identify primary objectives and define secondary objectives (Part 2) in order to solve security problems, but also how to connect these objectives with the implementation (Part 3).

You are the project manager of the Management of Tembo National Park and Buffer Zones Project in Sierra Lefani. Around two-thirds of Tembo National Park is located in Baya province, in particular, in the Ninataka Kula district. The province is one of the poorest regions in the country. The 65,000 people living within and next to the national park belong to six different ethnic groups and 13 rural municipalities. In their daily life, they make use of the national park through, for instance, collection of firewood, bamboo, food and medicinal plants; consumption of water for personal and agricultural purposes; and hunting of wild animals. Additionally, areas of the national park have been used as grazing land. There is no appropriate mechanism with which to reconcile the rivalry between local claims and state-funded efforts to support tourism.

All police tasks are executed by the Garde Forestiere, which is part of the national police of Sierra Lefani. The police force is poorly equipped and badly paid. Additionally, the level of education is generally low, and some police officers are not able to read and write. Overall, the Garde Forestiere is considered to be highly corrupt. In the past, police officers have tried to extort money from the local population under the pretext of national park violations. Hence, the population does not trust the Garde Forestiere; on the contrary, it is viewed as part of the problem.

At the same time, the Garde Forestiere refuses to take action against commercially operating gangs of poachers who pose a threat to the locals as well. Robbery, rape and livestock theft are widespread in and around the national park.

For the municipal authority as well as the district administration of Ninataka Kula, with whom you cooperate in a decentralised rural-resource-use planning project, security is not an issue addressed by local development planning. There is little collaboration between the municipal authority and the district administration, on one hand, and the Garde Forestiere, on the other.

The objective of the project is as follows:

The administrative structures on the district and municipal level plan and manage the socio-economic development of the Baya province according to the needs of the local population.

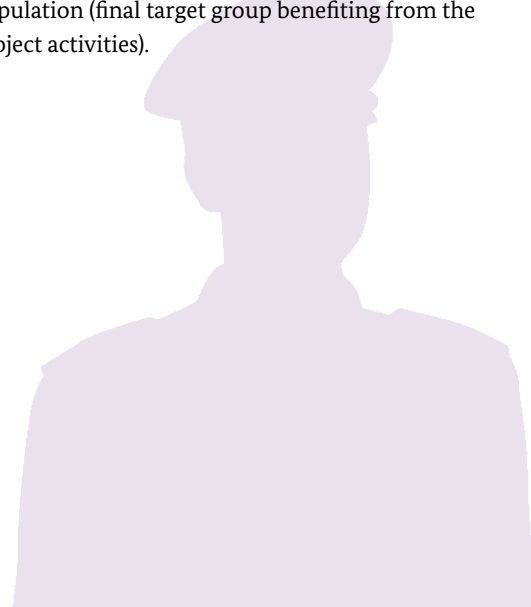
The component goals involve strengthening capacities in the following areas:

- Improvement of the local security situation (primary objective)
- Administrative capacity building, also related to greater transparency and accountability
- Income generation and sustainable national park management

### Working groups, terms of reference

Please form working groups, each representing one or two of these four major stakeholders (depending on number of participants):

- Local administration
- Police (Garde Forestiere)
- Organised civil society (including media and churches)
- Population (final target group benefiting from the project activities).



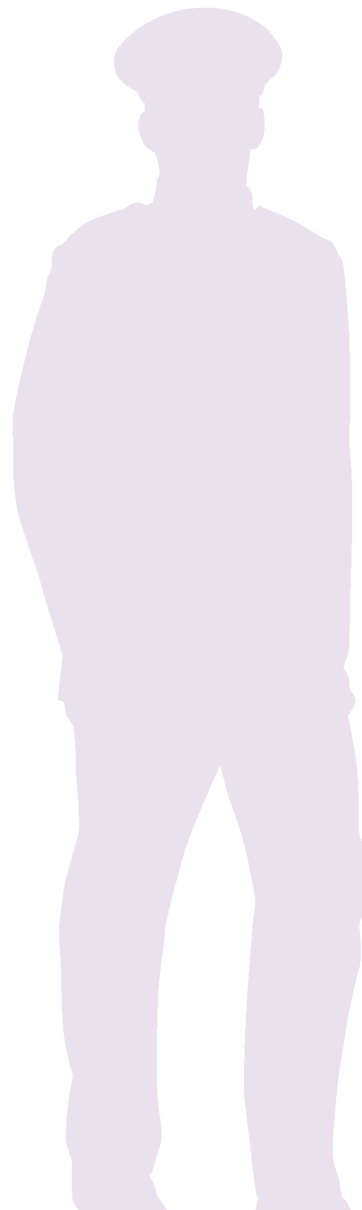
## Tasks

1. Please read the case study and the project goals described above.
2. Please put yourself in the position of the assigned actor/s.
3. Please specify the primary objective "Improvement of the local security situation".
4. Please formulate secondary objectives (which positive effects and changes of attitudes or behaviour do you want to achieve besides the primary objective?).
5. Discuss, agree upon and formulate up to five major changes your actor(s) would need to undergo by the end of the project. How does each of the actors need to change in order for the project goals to be achieved?
6. Put your recommendations/findings on cards and present it to the audience.

On the cards, write the changes that your actor(s) needs to undergo: one actor – one colour, one card – one change. Please formulate the sentence with the actors themselves as the subject of change; for example "The local administration is regularly planning..."

Preparation time: 20-30 minutes

Plenary session: Reporting of results (4 x 5 minutes)  
 Agree upon which secondary objectives are most convincing (prioritize all objectives).  
 Evaluation of the exercise.





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